

Director's Report

On the

**Mayor's Recommended
Comprehensive Plan Amendments, 2006**

Department of Planning and Development
Diane Sugimura, Director

August 10, 2006

August 1, 2006

Dear Reader:

This report accompanies an ordinance the Mayor is sending to the City Council as the annual amendments for Seattle's Comprehensive Plan process.

The suggestions for amendments came from a variety of sources, including interested citizens, public agencies, City departments and the City Council. Starting from these suggestions, Council adopted Resolution 30860 in April to narrow the list of amendments for further analysis this year. This report describes the results of that analysis and the Mayor's recommendations regarding the amendments.

The City Council's Urban Development and Planning Committee will schedule a public hearing on the ordinance during September 2006, in Council Chambers, second floor of City Hall, 601 5th Avenue.

You may send comments on the ordinance to:

Councilmember Peter Steinbrueck
City Hall
601 5th Avenue, Floor 2
PO Box 34025
Seattle, WA 98124-4025

You may also email DPD staff at compplan@seattle.gov.

Sincerely,

Diane M. Sugimura,
Director

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Director's Report On the Mayor's Recommended Comprehensive Plan Amendments, 2006

Introduction

This document describes the Mayor's recommendations for amending the City's Comprehensive Plan. The Comprehensive Plan (the "Comp Plan," or the "Plan") is a collection of goals and policies that guide City actions for managing future population, housing and employment growth. The Plan is a requirement of the state Growth Management Act (GMA), which calls for most counties and cities in the state to prepare plans showing how they will accommodate the state's projected population growth. The Plan includes policies for land use, housing, transportation, capital facilities, utilities, economic development, neighborhood planning, human development, cultural resources and the environment.

Seattle's Comprehensive Plan

The City adopted the current Comprehensive Plan in 1994 and conducted a review and update of the Plan in 2004, extending the Plan's horizon to 2024 and planning for revised growth estimates. The City provides a process for individuals, groups and City departments to propose annual updates to address changing conditions so the plan will reflect ongoing work or new information.

The GMA generally limits the City to amending the Plan only once a year. The City has amended the Plan most years since it was first adopted – to accomplish such tasks as to add new elements (chapters), to add or modify policy direction in specific policy areas, or to update information in the Plan.

This year's potential amendments were proposed by property owners, community groups, City departments and the City Council. Based on the executive recommendations, Council adopted Resolution 30860 identifying the potential amendments for which they requested further evaluation and recommendations this year.

Summary of Recommended Amendments

Based on evaluations prepared by executive staff, the Mayor is recommending that the City Council adopt the following amendments to the City's Comprehensive Plan:

- A. Add triangle bounded by Aurora Avenue, Denny Way, and Broad Street to the Uptown Urban Center.
- B. Update South Lake Union neighborhood plan goals and policies to reflect new status as urban center and new growth targets. Amend the Future Land Use Map to change the designation of the land bounded by Mercer Street, the alley between Fairview Avenue N. and Minor Avenue N., John Street, and the alley between Westlake Avenue N. and Terry Avenue N. currently shown as Industrial to Commercial/Mixed-Use.
- C. Add maps to the Urban Village Element showing the North Highline area south of current Seattle city limits as a Potential Annexation Area.
- D. Amend goals and policies in the Land Use Element and the Transportation Element to facilitate redevelopment of the ferry terminal on Colman Dock, by allowing commercial development and an increase in permitted height.
- E. Amend Shoreline policies to facilitate construction, long-term temporary relocation of utilities, and other aspects of the State Route 99 (Alaskan Way Viaduct/Seawall) replacement.
- F. Amend the goals and policies of the Roosevelt Neighborhood Plan to reflect community planning in response to the recently identified site of a proposed light rail station in the neighborhood.
- G. Remove the First Hill neighborhood plan policy FH-P2 and its reference to a proposed light rail station.
- H. Amend the open space and required yards policy to limit its application only to areas outside urban centers in recognition of proposals that will address urban center open space in other ways, such as through impact fees.
- I. Amend the Future Land Use Map to change the designation of the land bounded by S. Dearborn Street, Rainier Avenue S., S. Weller Street, and 12th Avenue S. currently shown as Industrial to Commercial/Mixed-Use (Goodwill Industries site).

Next Steps

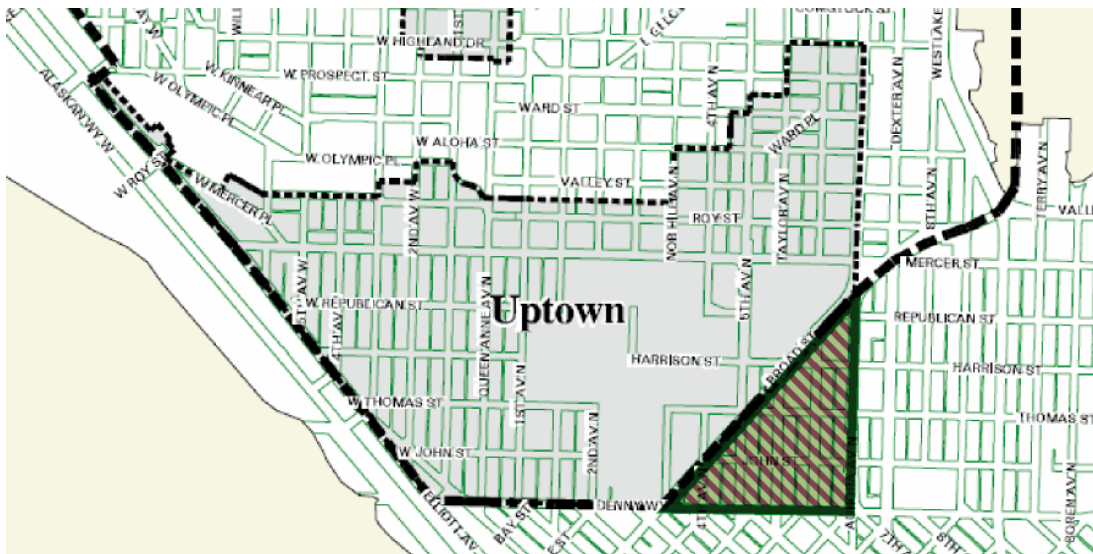
City Council will hold a public hearing before the Urban Development and Planning Committee regarding these proposed amendments on Wednesday, September 6, 2006, at 5:30 p.m. in the Council Chambers. The Committee will take oral and written comments and make a recommendation to the full Council. Council is scheduled to vote on the proposed amendments in October or December 2006.

A. Add triangle bounded by Aurora Avenue, Denny Way and Broad Street to the Uptown Urban Center.

Submitted by: Queen Anne Community Council Land Use Review Committee and Planning Committee.

The Triangle will add approximately 34 acres to the 297 acre Uptown Urban Center. The area is zoned Seattle Mixed (SM) and lies adjacent to the Seattle Center. The SM zoning in the Triangle is similar to, and compatible with the NC zoning found in most of the Uptown Urban Center. Much of the property in the area is substantially under-developed.

The Aurora-Denny-Broad Triangle



B. South Lake Union Neighborhood Plan Goals and Policies

Replace the existing goals and policies in the South Lake Union section of the Neighborhood Planning Element with a new set of goals and policies. (See Attachment 1 to this report.)

Background: The original South Lake Union neighborhood plan, adopted in 1998, planned for growth of 1,600 households and 4,500 jobs. In response to significant growth in the neighborhood, South Lake Union was designated an urban center in the 2004 Comprehensive Plan Update with new growth targets of 8,000 households and 16,000 jobs. An updated neighborhood plan is needed to accommodate this additional growth and to reflect the increased significance of the area in regional growth management. Starting in 2005, the Department of Planning and Development has worked with the South Lake Union community to develop a new neighborhood plan, including new goals and policies for the Comprehensive Plan.

Proposed amendments: The proposed comprehensive plan amendments would do the following:

- ♦ add new sections on housing and sustainable development;
- ♦ shift the focus of neighborhood character goals and policies from “an emphasis on small business and light industry” to a neighborhood “where people both live and work”;
- ♦ adding new goals and policies to encourage “innovative industries,” “arts and culture” and “learning and enrichment activities”;
- ♦ shifting the focus of transportation policies to encourage use of foot, bike or transit; and
- ♦ amend the Future Land Use Map to change the designation of a portion of South Lake Union from “Industrial” to “Mixed Use Commercial.”

Element: Neighborhood Planning Element

Submitted by: Executive staff

Analysis: The proposed new goals and policies reflect a current consensus within the neighborhood to foster a sustainable mixed use community. The new goals and policies will help shape Land Use Code amendments and rezones within the neighborhood, and guide City planning to help further that community vision. The proposed updated plan will address issues of neighborhood character, transportation, parks and open space, which are part of the current neighborhood plan. The updated plan will add new sections on housing and sustainable development in order to recognize the increased importance of these subjects in South Lake Union.

New issues addressed by the draft goals and policies include:

- Housing growth, goals for a diversity of housing, and goals for a live-work neighborhood;

- Sustainable development, including policies related to sustainable infrastructure and universal design;
- Arts;
- Education;
- The importance of South Lake Union as a hub for the biotechnology industry;
- Public safety;
- Transit service; and
- Freight mobility.

The proposed goals and policies have been developed in cooperation with community groups, including the South Lake Union Friends and Neighbors (SLUFAN) and the Cascade Neighborhood Council (CNC).

South Lake Union is in transition from a low-scale, light-industrial primarily commercial area to a denser mid-rise neighborhood with a wider range of housing opportunities and businesses.

The South Lake Union Urban Center is currently served by Interstate 5 and SR99/Aurora Avenue N., multiple arterials, bike routes, bus service, sidewalks and pathways. A street car is currently under construction in the neighborhood. The proposed goals and policies will support improvements to the transportation network in order to accommodate the growth already planned for the neighborhood.

The proposed goals and policies will be more consistent with the growth that the neighborhood is experiencing than the current goals and policies. They would support a mixed-use community and would support a wide range of businesses, including existing industrial businesses.

The South Lake Union amendments also include a Future Land Use Map amendment to redesignate land in South Lake Union from “Industrial” to “Mixed Use Commercial.” (See Attachment 2 to this report.) This proposed change is part of the ongoing transformation of South Lake Union from a neighborhood characterized by small business and light industry to a neighborhood that balances high density residential uses with a significant employment center. Such a change better reflects the recent Urban Center designation of the area and the thorough South Lake Union planning process. The current light industrial uses in South Lake Union would continue to be allowed under the proposed zoning.

C. North Highline Potential Annexation Area

Designate the North Highline area as a Potential Annexation Area. (See Attachment 3.)

Background: The state Growth Management Act anticipates that cities will provide urban services to land within designated urban growth areas. Within King County's urban growth area there are several remaining unincorporated areas, and they are spread widely throughout the UGA. North Highline is one of the larger one of these that has not been named as a potential annexation area by any city. The King County Executive has publicly and repeatedly pointed out that for the County to deliver services to these areas has become a large financial burden, at least in part because of the inefficiency inherent in serving such dispersed areas.

The City of Seattle has been exploring annexation of land south of the city for at least 10 years. One area, between Seattle and Renton, has recently been identified by the City of Renton as a PAA for that city. Currently, the Cities of Seattle and Burien and King County are in negotiations about the possible future for the unincorporated area of North Highline that lies between Seattle and Burien.

Annexation raises issues about which government entity would deliver services in the area and the financial implications for the City of providing these services. Currently, fire protection, water and sewer services for North Highline are provided by special districts, except for a small portion that receives water service directly from the City of Seattle. Other services are provided by King County or a combination of county and special districts.

Proposed Amendment: Add a map to Urban Village Figure 9, depicting the North Highline area as a Potential Annexation Area

Element: Urban Village

Submitted by: Executive

Analysis: The City Council has appointed a special committee to investigate the possible annexation of this area. Staff in the Mayor's Office is providing material to that committee related to potential future service providers and the costs of those services. The special committee will convey its recommendation about the annexation issues to the Urban Development and Planning Committee in August 2006, prior to discussions of these Comprehensive Plan amendments.

D. Ferry Terminal Upgrade on Colman Dock

Amend Shoreline policies to allow more flexibility in the type and size of development that could be permitted in connection with redevelopment of the state ferry terminal.

Background: The Washington State Ferry system is planning a major reconstruction of the aging Colman Dock. To help fund improvements, WSF has identified co-development on the site to generate additional revenue. The current proposal is for a hotel and other retail development at the end of the pier. Current policies do not permit hotels over water in any of the City's shoreline environments. The proposed hotel would also likely exceed the current height limit on shoreline property, which is 35 feet, although public facilities may be as high as 60 feet.

Proposed Amendments:

Amend LUP 270 as follows:

The 35-foot height limit of the Shoreline Management Act shall be the standard for maximum height in the Seattle Shoreline District. Exceptions in the development standards of a shoreline environment may be made consistent with the Act and with the underlying zoning where:

- a. a greater height will not obstruct views of a substantial number of residences and the public interest will be served; and
- b. greater height is necessary for
bridges or
the operational needs of water-dependent, ~~((or))~~ water-related,
~~((uses))~~ or manufacturing uses; or
- c. a reduced height is warranted because of the underlying residential zone; or
- d. a reduced height is warranted because public views or the views of a substantial number of residences could be blocked; or
- e. a greater height may be allowed for non-water dependent uses associated with the Washington State Ferry Terminal at or adjacent to Colman Dock.

Amend LUG 41 as follows:

Locate all non-water dependent uses upland to optimize shoreline use and access, except that non-water dependent uses may be located at the Washington State Ferry Terminal at or adjacent to Colman Dock,

Add a new policy to the Shoreline section of the Land Use Element, as follows:

The City may adopt different use and development standards for the Washington State Ferry Terminal at or adjacent to Colman Dock in order

to provide public access to the Central Waterfront and to support the public's investment in that state facility.

Element: Land Use

Submitted by: Washington State Department of Transportation/State Ferries

Analysis: Development along shorelines throughout the city is governed under the Shoreline Management Program, which is required by the state Shoreline Management Act. Both the state law and the City's SMP focus on allowing water-dependent uses on shoreline property, while providing public access to the water and enhancing the habitat of the shoreline. The SMP consists of two primary parts – the policies in the Comprehensive Plan and development regulations in the Land Use Code. (In 2007 the City will begin a three-year effort to update the SMP, under a state requirement and using new guidelines.) These proposed amendments to the Comp Plan would allow later amendments to the development regulations, so that the WSF proposal could be permitted.

In a related activity, DPD has been working over the past few years on the Central Waterfront Concept Plan to show how the City's central waterfront could be revitalized after construction of a tunnel replacing State Route 99 (Alaskan Way Viaduct) and reconstruction of the surface street and seawall. The Concept Plan emphasizes an enhanced pedestrian environment on the west side of Alaskan Way, along with retention of the historic piers and restoration of shoreline environment. That planning process identified the area at and around Colman Dock as an appropriate location for major public activities and an iconic presence on the waterfront. A hotel and retail uses could provide that type of attraction, as could the improved pedestrian access along the dock.

WSF believes that the hotel and the associated development would constitute transit-oriented development. Currently, there is limited transit service on the land side, although implementation of SDOT's Center City transportation plan would provide opportunities to better connect ferry passengers with other transit modes such as buses or light rail. A further challenge is that the Colman Dock ferry terminal itself is designed as a significant generator of vehicular traffic, even though the majority of ferry passengers do not drive on to the ferries. With increased transit service on the land side and the improved pedestrian access to and through the dock, the project could become more transit oriented than it is today.

The Colman Dock ferry terminal is a unique facility that serves a daily average of 31,000 passengers. In 2003, 30% of the riders were driving a vehicle and 70% of the riders walked on or were passengers in a vehicle. By 2030, the number of vehicles is expected to double and the number of walk-on passengers is expected to triple as growth occurs in Kitsap County. The ferry terminal's infrastructure is in need of repair.

The proposal would change current policy by allowing a use that is not water-dependent and is now prohibited to be built over water. While a ferry terminal is clearly a water-dependent use, a hotel is not. Other non-water-dependent uses such as restaurants and shops currently exist within the terminal to serve waiting passengers. The proposed revision is required to authorize a use such as a hotel, because it would be a distinct use in itself.

Creating exceptions for the proposed use to locate over water and for the structure height to exceed the current limit could lead to specific impacts at this location, including a possible reduction in upland views of water and mountains. These site-specific issues will be addressed once a specific design has been prepared and development permits are being reviewed by City departments.

More broadly, this amendment could alter perceptions as to what constitutes an appropriate use over water in the city. The proposed policy changes have been narrowly written to define the location and circumstances to which they apply and to discourage this non-water-dependent use over water from becoming a precedent for other locations on the water. Moreover, other uses on the waterfront do not serve as a gateway into the city the way the public ferry terminal does.

The necessary repair and expansion of the terminal offers an opportunity to improve water quality by removing timber piling and to create shallow-water habitat below Colman Dock and along Pier 48. A new Colman Dock ferry terminal can provide substantial public space along its perimeter and within the terminal to the extent public access does not interfere with the secure operations of the terminal. These public spaces can preserve and enhance public access to the marine environment and create new protected public views of Elliott Bay, maritime activities, Puget Sound and the Olympic Mountains.

E. State Route 99 (Alaskan Way Viaduct) and Seawall Replacement

Amendments to permit necessary activity associated with constructing a replacement for State Route 99 (Alaskan Way Viaduct/Seawall).

Background: As planning and design for replacements for State Route 99/Alaskan Way Viaduct have advanced, staff found that some activities that would be required for the construction of the Mayor's proposed tunnel option and the seawall replacement seemed to be in conflict with existing policies. There may need to be some landfill in Elliott Bay to accommodate alignment of the replacement highway, or to provide restored shallow water habitat for fish. Also, because of the time required to construct the highway replacement, some construction-related uses such as material storage, relocation of utilities, and worker parking may be in place longer than the six months typically permitted as temporary uses.

Proposed amendments

Amend LUP 241, as follows:

Streets, highways, freeways and railroads should be located away from the shoreline in order to maximize the area of waterfront lots and minimize the area of upland lots. Streets, highways, freeways and railroads not needed for access to shoreline lots shall be discouraged in the Shoreline District. A replacement for the State Route 99 (a tunnel replacing the Alaskan Way Viaduct, and surface street and seawall reconstruction) may be located in the Shoreline District because it represents an existing critical link to many locations in Seattle and the region.

Amend LUP250, as follows:

Permit landfill on submerged land that does not create dry land where necessary for a water-dependent or water-related use, to allow for the replacement of the State Route 99 (a tunnel replacing the Alaskan Way Viaduct, and surface street and seawall reconstruction), for the installation of a bridge or utility line or wildlife or fisheries habitat mitigation or enhancement. Permit landfill that creates dry land only where necessary for the operation of a water-dependent or water related use, to allow for the replacement of the State Route 99 (a tunnel replacing the Alaskan Way Viaduct, and surface street and seawall reconstruction), to repair pocket erosion, or for wildlife habitat mitigation or enhancement. Large amounts of dry land may be created in Lake Union only if specifically approved by the Council for a public park purpose.

Add the following new policy to the Shoreline section of the Land Use Element:
To facilitate expeditious construction in an environmentally and fiscally responsible manner, standards for interim uses should be considered that will allow flexibility in construction staging, utility relocation, and construction-related uses in areas surrounding the construction of the State Route 99 replacement tunnel and reconstruction of the surface street and seawall.

Element: Land Use

Submitted by: Executive Staff

Analysis: Since the structural weaknesses of the Alaskan Way Viaduct were revealed by the Nisqually earthquake, the State of Washington and the City of Seattle have been exploring solutions to those weaknesses. The Mayor has proposed replacing the existing viaduct with a tunnel. The construction will also involve repairs to the seawall along portions of Alaskan Way.

Building a tunnel to replace the viaduct and performing the necessary work on the seawall would entail substantial and years-long construction activity. With the limited space for undertaking a project of this scale, portions of the roadway will continue to be within 200 feet of the shoreline, as will much of the construction activity. The proposed amendments provide an exception to the current policy that discourages roadways within the shoreline zone; allow for some fill to occur within Elliott Bay as part of this project; and establish an exception for interim uses related to the construction, such as relocation of utilities and construction staging.

There do not appear to be any viable solutions to the Viaduct problem that could be constructed outside of the shoreline zone, and the nature of the project makes it extremely impractical for all construction staging and other interim or temporary construction activities to occur outside the shoreline zone. The amendments are necessary to ensure that the policies authorize the proposed construction.

F. Roosevelt Neighborhood Plan Update

Amend the goals and policies of the Roosevelt Neighborhood Plan to reflect community planning in response to new site of the proposed light rail station.

Background: Roosevelt Neighborhood Planning Group has recommended a number of changes to the current neighborhood plan, in response to Sound Transit's identification of a preferred location for a light rail station.

Proposed Amendment: See Attachment 4.

Element: Neighborhood Planning

Submitted by: Roosevelt Neighborhood Planning Group

Analysis: The selection of a site for the light rail station represents a significant changed circumstance in the neighborhood, and amendments arising from the neighborhood planning process could better position the neighborhood to accommodate appropriate development in advance of station construction. Proposed amendments to the Roosevelt neighborhood plan include recommendations to change zoning in the vicinity of the station in order to promote a more active pedestrian environment.

Roosevelt's current neighborhood plan, *Tomorrow's Roosevelt*, was adopted in 1999. Significant changes have occurred in the Roosevelt neighborhood since then, including the selection by Sound Transit of the location of the light rail station, the renovation of Roosevelt High School, new commercial developments and the northward expansion of the neighborhood planning boundary.

Current zoning in the Roosevelt Neighborhood is primarily single family (SF5000), with the area inside the urban village, generally along the arterials of Roosevelt Way NE, NE 65th Street, and Lake City Way zoned for mixed-use commercial/residential buildings of up to 40 feet and 65 feet (NC2-40, NC3-65). In some transition areas between the single family and commercial zones, a small amount of Lowrise multifamily zoning exists (LDT, L-1, L-2).

Interstate-5 comprises the western boundary of the Roosevelt Urban Village and Lake City Way is located to the north and northwest. Roosevelt Way NE and 12th Avenue NE are the principal arterials running north-south and NE 75th Street is the principal arterial running east-west. NE 65th Street is an important east-west corridor through Roosevelt's "town center" and near Roosevelt High School. Sound Transit plans to construct an underground light rail station with elevators, stairs and escalators connecting to the underground station at NE 65th Street and at NE 67th Street on the west side of 12th Avenue NE.

The Roosevelt Neighborhood Association's Neighborhood Plan Update Team conducted surveys and held a series of public meetings to gain public support for a set of proposed changes. The Neighborhood Plan Update addresses the following key issues:

- ♦ increasing density in the areas of the future light rail “station area” (1/4 mile area from planned station entrances) to maximize use of the transit and to concentrate commercial and residential density growth in the Roosevelt's “town center”;
- ♦ upzoning of those properties already zoned for commercial and/or multi-family development to encourage residential density and more commercial services while causing no reduction to the area of single-family zoned property;
- ♦ allowing single-purpose residential structures in the mixed-use zones along Roosevelt Way NE north of 70th Street but not along the principal commercial corridors (NE 65th Street and Roosevelt Way NE) in order to moderate the transitions between commercial and residential uses;
- ♦ potentially expanding Roosevelt's pedestrian-designated areas;
- ♦ working with Sound Transit, King County Metro and City agencies in planning, design and construction of the light rail station to ensure effective integration of all transportation alternatives, including pedestrians, bicycles, surface transit, taxi and the private automobile; and
- ♦ implementing community outreach strategies to encourage property owners and occupants to improve maintenance, health, and safety standards in homes and businesses.

The proposed goals and policies will support a mixed-use community surrounding an important transportation hub for Northeast Seattle neighborhoods while strengthening Roosevelt's historic and residential character. Following adoption of these policies that call for higher densities near the light rail station, there could be either individual rezone proposals or an area-wide study evaluating legislative rezoning of some areas inside the Roosevelt urban village. The proposed goals and policies better reflect the type of neighborhood that Roosevelt citizens envision with the coming of a light rail station than the current goals and policies.

G. First Hill Light Rail Station

Remove the First Hill neighborhood plan policy FH-P2 and its reference to a proposed light rail station.

Background: In July 2005 the Sound Transit Board voted to eliminate the First Hill Station and route its Link light rail directly from Westlake Center to Husky Stadium.

Element: Neighborhood Planning

Submitted by: Council staff

Analysis: Policy FH-P2 reads as follows: "Encourage the development of a 'critical mass' of housing, transit, and shops near the proposed light rail station." While a First Hill light rail station would have served an estimated 5,000 riders a day commuting to the major institutions and offices of that neighborhood, the high costs and uncertainties of tunneling led the Sound Transit Board to eliminate the station from its plans. The board's decision renders the policy unnecessary.

H. Urban Center Open Space Requirement

Amend the open space and required yards policy to limit its application only to areas outside urban centers in recognition of proposals that will address urban center open space in other ways, such as through impact fees.

Background: Land Use Policy 36 currently directs the City to use on-site open space or minimum yards to mitigate the cumulative effects of development. The zoning in the urban centers frequently allows on-site open space requirements to be met with rooftop gardens, private balconies or spaces that are internal to the site and accessible to only tenants of the building. The Executive is currently developing a new mechanism for providing larger public open spaces within urban centers. The current Comp Plan policy does not differentiate between urban centers and other areas of the city with regard to the provision of open space. The concentration of development envisioned in Seattle's urban centers can be better served with a combination of parks, publicly accessible open spaces, recreational facilities and, where appropriate, on-site open space. Amending the policy will enable more innovation in crafting regulations that mitigate the effects of development and provide a high quality of life and a more attractive public realm within urban centers.

Proposed Amendment: Change LUP 36 as follows:

Outside of Urban Centers, ~~((U))~~ use requirements for ~~((the provision of))~~ on-site open space or required yards to help ensure that new development maintains existing patterns of landscaped front yards, to encourage permeable surfaces and vegetation, and to mitigate the cumulative effects of development. ~~((Require that usable open space or recreation areas be provided as part of construction of dense office buildings and all residential buildings.))~~

Element: Land Use

Submitted by: Executive staff

Analysis: Land Use Policy 36, by directing the City to require on-site open space and minimum yards, affords little flexibility in meeting the open space and recreational needs of neighborhoods that are more dense and urban in character. It also does not recognize the different character that exists within urban centers, since it refers to the existing pattern of landscaped front yards. This is not the case for much of the land zoned and developed for downtown and commercial uses. It is also not the expected future character, as these urban centers absorb the vast majority of the city's future residential and employment growth. Therefore, the addition of the phrase "outside of Urban Centers" helps to clarify that these places will not have open space provided in the same way as in other areas of the city. Deleting the final sentence of the policy will enable the City to adopt other approaches to the provision of open space, beyond the

current policy requirement that these “areas be provided as part of construction of dense office buildings and all residential buildings.” The Executive is currently pursuing the use of open space impact fees as one way to fund larger public open spaces in the urban centers. The proposed amendments to this policy will create more flexibility in how the City’s open space objectives can be pursued.

I. Future Land Use Map amendment to redesignate a portion of the Chinatown/International District from “Industrial” to “Mixed Use Commercial.” Amend the Future Land Use Map to change the designation of the land bounded by S. Dearborn Street, Rainier Avenue S., S. Weller Street, and 12th Avenue S. currently shown as Industrial to Commercial/Mixed Use. (See Attachment 5 to this report.)

Background: The recommended mapping change is within the Little Saigon area of the Chinatown/International District and is the site of a proposed redevelopment of the Goodwill Industries property with approximately 600,000 square feet of retail space, and approximately 400 housing units.

Element: Land Use

Submitted by: Seattle Goodwill Industries, Inc.

Analysis:

The proposed Future Land Use Map Amendments would allow the City to consider a future rezone of the Goodwill property to commercial zoning. A proposal from TRF Pacific and Ravenhurst Development to redevelop the property would require the rezone. Current uses within the area include office, warehouse and retail uses that would be allowed under a commercial zoning designation.

The location of the map change is part of DPD's Livable South Downtown planning effort, and DPD anticipates having further recommendations for the entire study area in 2007. This proposed amendment precedes the conclusion of that study due to the timing of this potential development.

The recommended map change is located at the eastern edge of the Chinatown/International District neighborhood, with access to I-5 to the west along Dearborn and to eastbound I-90 to the south along Rainier Avenue. Both Rainier Avenue S. and Dearborn St. are major freight corridors. The recommended map change is located entirely inside the Downtown Urban Center. Existing uses include retail, offices, parking, and a glass installation company, which would be allowed under most commercial zones.

Early conclusions from the South Downtown study indicate that the industrially zoned land within the Little Saigon area is not attractive for industrial development. Land costs are higher than in other industrial areas, allowable heights are too low, and owners are uncertain over the future of the area for industrial uses.

Withdrawn Amendments

The proponents for the following proposed amendments have withdrawn their requests from the 2006 amendment process. Since both of them would allow industrial land to be used more intensively for non-industrial uses, if these amendments are proposed again in 2007 or later, decisions about them may benefit from a pending analysis of Seattle's industrial lands. However, no action needs to be taken on the following items in 2006.

1. **Exempt part of the Duwamish Manufacturing/Industrial Center from limits on commercial space.** This change, within an area bounded by Colorado Avenue South, South Walker Street, Occidental Avenue South, and South Forest Street, would affect land located near critical transportation corridors within the Duwamish Manufacturing and Industrial Center.
2. **Future Land Use Map amendment to redesignate two parcels south and west of the Magnolia Bridge from “Industrial” to “Commercial Mixed Use” for one and “Open Space” for the other.** This proposed amendment is intended to accommodate a land exchange between the City and the Port of Seattle.

The Planning Commission, DPD, the Office of Economic Development and other City departments are preparing to develop an industrial lands strategy that is intended to provide clearer direction about the appropriate extent and use of the City's limited industrial land.

SOUTH LAKE UNION URBAN CENTER

PROPOSED NEIGHBORHOOD PLAN GOALS AND POLICIES

NEIGHBORHOOD CHARACTER

- G1 A vital and eclectic neighborhood where people both live and work, where use of transit, walking and bicycling is encouraged, and where there are a range of housing choices, diverse businesses, arts, a lively and inviting street life and amenities to support and attract residents, employees and visitors.**
- P1 Encourage the co-location of retail, community, arts and other pedestrian-oriented activities in key pedestrian nodes and corridors.
 - P2 Promote diversity of building styles and support the diverse characters of neighborhood sub-areas.
 - P3 Encourage public and private developers to consider existing neighborhood character when designing projects adjacent to parks and historical sites.
 - P4 Work with the community to develop strategies to make the neighborhood safe for all community members.
 - P5 Encourage designs of public spaces and private buildings that can accommodate the needs of people across a range of ages and abilities, allowing residents to age in place.
- G2 A neighborhood that recognizes its history as a maritime and industrial community and embraces its future as a growing urban center that provides for a wide range of uses.**
- P6 Establish incentives to encourage preservation, reuse and rehabilitation of historically significant structures in the neighborhood; explore incentives to encourage the adaptive reuse of other older buildings in the neighborhood that provide a visual reminder of the past and promote diversity of character and building types.
 - P7 Support existing organizations that provide for an eclectic and livable community, including arts and culture, human services, maritime and educational organizations.
 - P8 Seek to maintain a diversity of uses in the neighborhood, including maritime, industrial and downtown-core service businesses traditionally occupying the neighborhood.
- G3 A neighborhood that serves as a regional center for innovative organizations and that supports a diverse and vibrant job base.**
- P9 Support the growth of innovative industries in South Lake Union including biotechnology, information technology, environmental sciences and technology, and sustainable building.
 - P10 Foster a collaborative and creative community through interaction among community members and different types of organizations in the

community, including those engaged in arts and culture, human services and education, as well as neighborhood businesses and organizations.

G4 A neighborhood where arts and culture thrive, with attractions for citywide audiences and a broad range of arts and cultural organizations.

- P11 Encourage characteristics that favor a sustainable arts and cultural presence, including affordable and adaptable venues for making, performing and displaying art that meet the diverse needs of artists and arts organizations.
- P12 Provide for a livable community by encouraging artistic activities that create a positive street presence.
- P13 Seek to incorporate the arts into the design of public projects and the use of public spaces.

G5 A neighborhood that supports this and future generations by providing community-based historical, cultural, artistic and scientific learning and enrichment activities for children, residents, employees and visitors.

- P14 In order to support neighborhood families, encourage existing and new schools and childcare facilities in South Lake Union and adjacent neighborhoods.
- P15 Recognize the heritage of the neighborhood and the rich diversity of neighborhood businesses and organizations as opportunities for learning.
- P16 Encourage the development of higher education, apprenticeship and internship opportunities and adult learning offerings that build on the innovative climate of the community.

TRANSPORTATION

G6 A livable, walkable community that is well served by transit and easy to get around by foot, bike or transit.

- P17 Work with transit agencies to provide transit service to and through South Lake Union to meet growing demand and changing markets.
- P18 Promote a system of safe pedestrian and bicycle connections linking key activity areas and destinations, such as open spaces, schools and arts facilities.

G7 A transportation system that provides safe, convenient access to businesses, residences, and other activities in the neighborhood.

- P19 Collaborate with businesses, developers, housing providers and transit providers to reduce demand for automobile trips by making transit and other alternative modes attractive choices for residents and commuters.
- P20 Develop flexible off-street parking requirements that provide parking adequate to a building's occupants and encourage the use of transit, walking, bicycling and other non-automotive modes.
- P21 Encourage the efficient use of on-street parking for neighborhood businesses, residents and attractions through innovative parking management and pricing strategies.

G8 A well-connected neighborhood with bicycle, pedestrian, waterborne and vehicular access to adjacent neighborhoods.

- P22 Explore transportation improvements to link South Lake Union with its surrounding neighborhoods.
- P23 Seek to provide improved access to and connections across Aurora Avenue North that result in a more integrated and efficient transportation system for multiple transportation modes.

G9 A neighborhood with principal arterials that move people and freight efficiently through the neighborhood, support local access, and provide circulation for all modes.

- P24 Create a street network that enhances local circulation and access for all modes of travel by balancing the need to move people and freight efficiently through the neighborhood with the need for increased accessibility and safety for pedestrians and bicyclists.
- P25 Encourage improvements to Mercer and Valley Streets that support development of South Lake Union Park, improve neighborhood circulation for all modes, and move people and freight efficiently through this corridor.

PARKS AND OPEN SPACE

G10 Parks and open spaces provide an obvious and inviting purpose, accessible to and meeting the needs of an increasingly diverse neighborhood as it grows and changes.

- P26 Support South Lake Union Park as a local and regional waterfront attraction that celebrates the area's natural history and maritime heritage.
- P27 Support Cascade Playground and related facilities as a community resource and model for sustainable parks development.
- P28 Support Denny Park's historic character while identifying opportunities to encourage more use of the park.
- P29 Consider a variety of tools, including regulatory measures and joint projects with public agencies and private organizations, to provide for new open spaces to support the growth of the neighborhood.
- P30 Encourage the acquisition and development of public or private spaces that provide for active play and recreation.
- P31 Use visual and physical connections between open spaces, adjacent streets and surrounding activities to stimulate positive social interactions.
- P32 Identify opportunities for alternatives to traditional open spaces, including green streets and recognition and use of Lake Union as recreation and open space

HOUSING

G11 A wide range of housing types is integrated into the community, accommodating households that are diverse in their composition and income.

- P33 Provide incentives to encourage housing for people across a range of incomes in a variety of housing types, particularly in mixed-income buildings.
- P34 Encourage affordable housing units throughout the community through new construction and preservation of existing buildings.
- P35 Encourage both rental and ownership housing.
- P36 Promote housing, amenities, and services, including schools and childcare, that will attract more families to move into the South Lake Union neighborhood.

G12 Housing in South Lake Union is affordable for and attractive to workers in South Lake Union, to enable people to live near their jobs.

- P36 Encourage employers to develop and participate in strategies that allow employees to live near their work.
- P37 Allow housing and businesses throughout South Lake Union to provide opportunities for people to work and live in the neighborhood.
- P39 Identify locations within South Lake Union where housing could be particularly concentrated to create viable urban residential communities.
- P40 Promote the development of live-work housing, especially when designed to meet the special needs of groups like artists and their families.

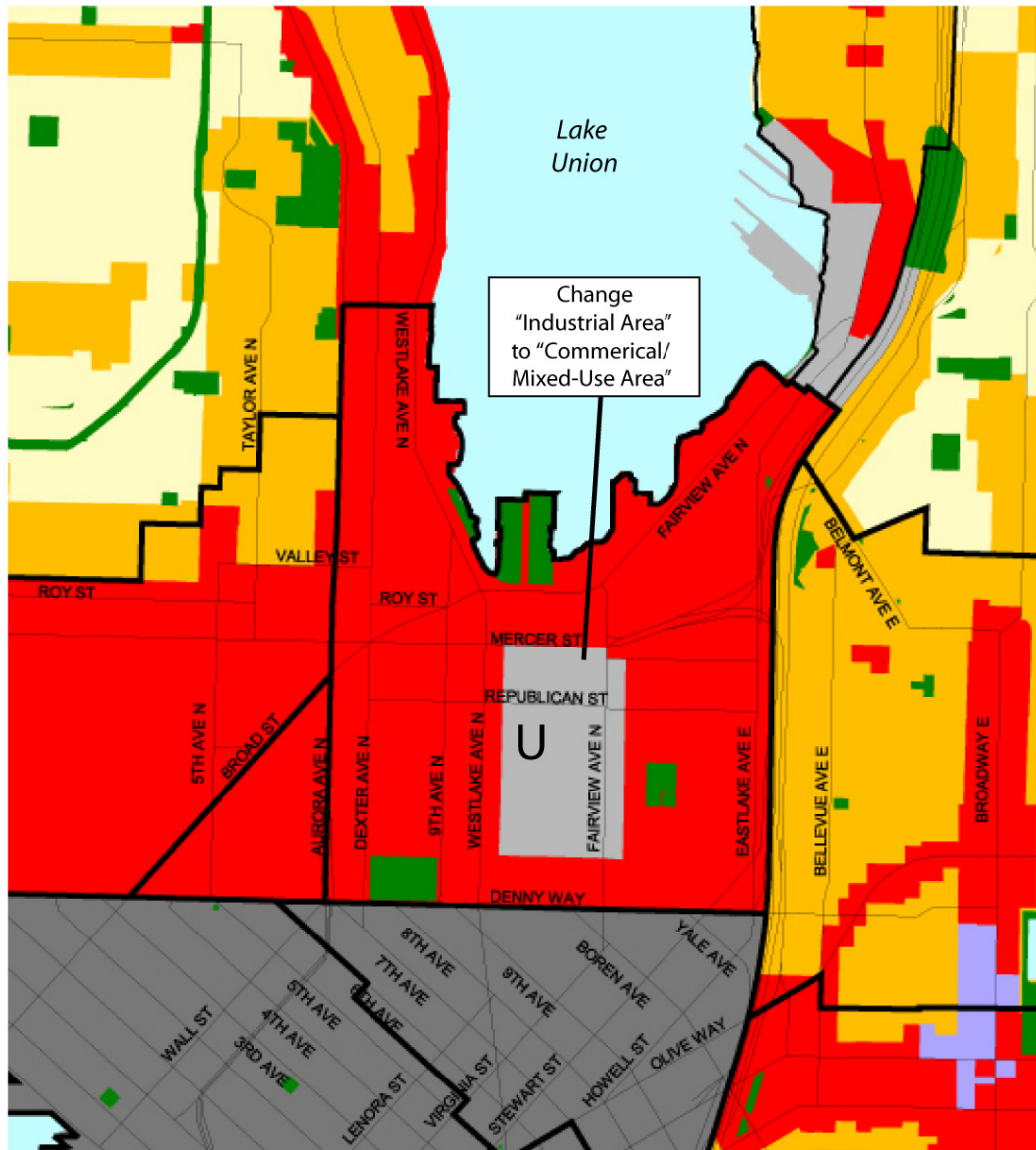
SUSTAINABLE DEVELOPMENT

G13 A neighborhood that acts as a model for sustainable redevelopment.

- P41 Encourage low-impact development and activities that can control consumption of resources, improve public health and safety, and provide for multiple environmental benefits.
- P42 Encourage careful stewardship of water quality in Lake Union, including strategies to improve the quality of water flowing into the lake.
- P43 Provide for a stable and reliable supply of electrical power to South Lake Union, which has facilities with unique load and service requirements, such as high-technology and biotechnology research laboratories.
- P44 Explore new sources of energy for heating and cooling, renewable energy, distributed co-generation, and energy conservation, at the building, block and neighborhood level.
- P45 Encourage building designs that allow for public view corridors through the neighborhood to Lake Union and the Space Needle and natural light at street level.

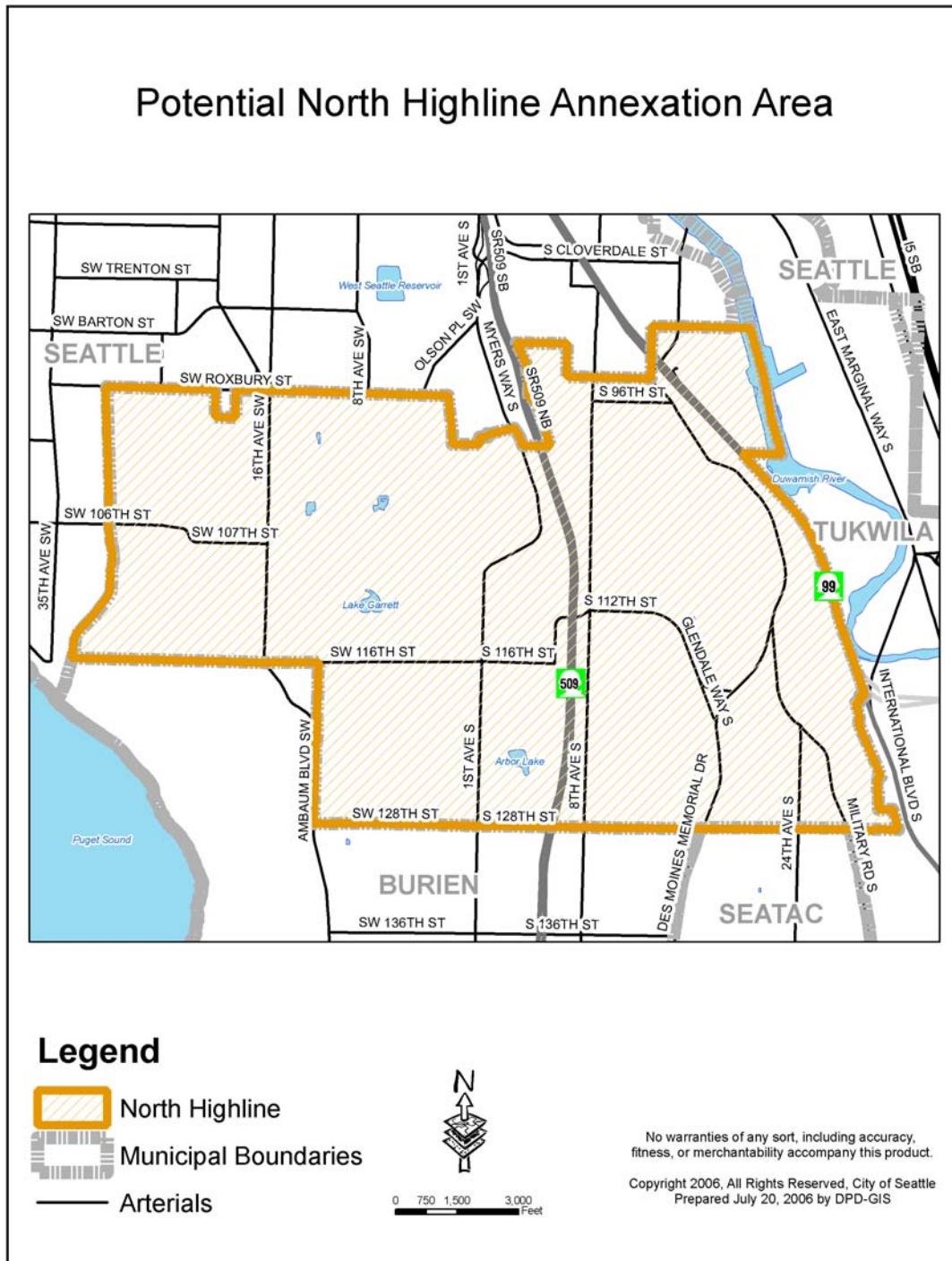
- P46 Seek to increase tree coverage, reintroduce native plant species into the neighborhood and provide for additional wildlife habitat appropriate to the urban environment.

SOUTH LAKE UNION FUTURE LAND USE MAP



Excerpt from the Future Land Use Map

PROPOSED NORTH HIGHLINE PLANNED ANNEXATION AREA



ROOSEVELT PROPOSED NEIGHBORHOOD PLAN GOALS AND POLICIES

Land Use Goals

R-LUG1: Foster development in a way that preserves single-family residentially zoned enclaves and provides appropriate transitions to more dense, or incompatible, uses

R-LUG2: Promote the growth of the Roosevelt Urban Village in a manner that concentrates residential and business uses in the commercial core and near the light rail station, with less dense residential, mixed use and commercial development along the commercial arterials that extend from the core.

R-LUG3: Promote the design of private development and public facilities that protects and enhances public views and vistas.

Land Use Policies

R-LUP1: Support a zoning strategy that consolidates similar zoning into whole blocks in and near the urban core and light rail station, to result in more compatible development.

R-LUP2: Support the infill development of commercial zoned properties that are vacant or underutilized.

R-LUP3: Promote the development of new multifamily dwellings, in properly zoned areas, that will buffer single-family areas from the commercial core, freeway and commercial corridors.

Transportation Goals

R-TG1: Accommodate anticipated increases in transit, truck and automobile traffic on arterials.

R-TG2: Balance the use of arterials for the movement of people and goods with parking needs.

R-TG3: Minimize cut-through traffic on non-arterial streets.

R-TG4: Respect the Olmsted legacy of Ravenna Boulevard as an element of the city's transportation and open space systems.

R-TG5: Ensure that Roosevelt continues to be well integrated into the regional transportation infrastructure.

Transportation Policies

R-TP1: Acknowledge that the existing built street environment must accommodate foreseeable traffic increases and provide interface with the light rail station.

R-TP2: Promote sidewalk design on principal and minor arterials to encourage pedestrian use and improve pedestrian safety.

Parking Goals

R-TG6: Promote the preservation of on-street parking for residents and their guests on minor arterials without bus routes and local access streets.

R-TG7: Promote the efficient use of on-street parking on principal and minor arterials.

Parking Policies

R-TP3: Promote the equitable distribution of parking on commercial and residential access streets to provide a safe flow of traffic relative to traffic volume and optimize the amount of on-street parking.

R-TP4: Prioritize parking in commercial areas for business customers.

Safety Goals

R-TG8: Street design and traffic control on principal and minor arterials should provide for pedestrian safety and promote a healthy walking environment.

Safety Policies

R-TP5: Design traffic signals, crosswalks and sidewalks to improve pedestrian safety and encourage walking.

R-TP6: Promote site planning that reduces conflicts between pedestrians and vehicles.

Light Rail Goals

R-TG9: Promote and support the integration of the Sound Transit Light Rail Station into the transportation network of the Roosevelt Urban Village.

Light Rail Policies

R-TP7: Promote a surface transit routing scheme that provides convenient, effective and frequent access to the light rail station.

R-TP8: Promote elements in the design of the light rail station that provide functional loading and unloading for vehicles, including surface transit.

R-TP9: Promote improvements of pedestrian and bicycle facilities to ensure safe and convenient access to the light rail station.

R-TP10: Protect on-street parking for residents and neighborhood commercial patrons from light rail users who commute to the station by automobile.

Housing Goals

R-HG1: Protect and maintain the architectural heritage of Roosevelt's Craftsman, bungalow and Tudor style housing while embracing growth of well designed buildings of an appropriate scale.

R-HG2: Create housing types that can provide housing opportunities for a wide range of residents and households with varying incomes and housing needs.

R-HG3: Accommodate most of the expected residential growth by encouraging larger development in and around the Roosevelt Urban Village's light rail station and commercial core.

Housing Policies

R-HP1: Promote the preservation and maintenance of existing single-family homes in single-family zones and control impacts to homes on the edge of the single-family zones.

R-HP2: Encourage an appropriate fit of scale and architectural character in all new developments.

R-HP3: Encourage extended families and families with children to reside in Roosevelt.

R-HP4: Encourage housing options for people with disabilities, senior citizens, and those with low or moderate-income levels.

R-HP5: Create housing opportunities that allow Roosevelt residents to stay in the neighborhood through various life stages.

R-HP6: Encourage mixed-use and larger multifamily structures in and immediately surrounding the transit and commercial core to accommodate increased density in our neighborhood.

Capital Facilities Goals

R-CFG1: As growth in the neighborhood occurs and density increases, provide public open spaces and indoor and outdoor community gathering places for neighborhood enjoyment.

R-CFP2: Provide safe, well-maintained parks and open spaces with a variety of facilities that will promote positive activity.

Capital Facilities Policies

R-CFP1: Protect the value of Roosevelt's public spaces by controlling shadow impacts from surrounding development, enhancing and maintaining the landscape and facilities, and preserving public views from these spaces of the Olympic Mountains and Mount Rainier, the downtown Seattle skyline, and other City Landmarks.

R-CFP2: Promote increased use of existing public open spaces.

R-CFG3: Provide open space to support higher density residential development in appropriately zoned areas, including public plazas and other urban amenities in the commercial core and at the light rail station.

R-CFP4: Consider redevelopment of under-used or decommissioned properties or facilities as a way to increase the amount of parks and recreation facilities and open space in the neighborhood.

R-CFP5: Promote the design and programming of existing open spaces and facilities for alternative activities and shared uses.

R-CFP6: Provide trails and corridors that connect existing and new parks and open spaces, to create an open space network.

Utilities Goals:

R-UG1: Maintain and enhance access for Roosevelt residents and businesses to the broadest range of utility systems available within the city of Seattle.

R-UG2: Help achieve overall City goals to reduce the use of energy and the production of non-recyclable waste and to increase the reuse of storm water and the recycling of solid waste.

R-UG3: Reduce the visual impact of utilities in the Roosevelt neighborhood.

Utilities Policies:

R-UP1: Promote Roosevelt as a neighborhood of high technology connectivity.

R-UP2: Strive to ensure that all residents and business have equal access to public and private utilities and programs that reduce cost and waste.

R-UP3: Encourage the participation by all Roosevelt residents and businesses in voluntary programs for yard waste reduction and recycling, rain water collection and reuse, solar connection to the City's electrical grid and other such programs as may be sponsored the City, private utilities or other public organizations.

R-UP4: Promote the use of sustainable building products and energy/water conserving fixtures in all new construction.

R-UP5: Encourage the screening of above ground utility facilities, such as electrical substations, with either landscaping or artistic treatments.

Economic Development Goals

R-EDG1: Promote the health of the Roosevelt neighborhood commercial core and foster a strong, vibrant, pedestrian-oriented neighborhood business district.

R-EDG2: Take advantage of the location of the light rail station by promoting mixed-use development that includes both businesses and multifamily housing near the station to serve the diverse population of the Roosevelt neighborhood.

R-EDG4: Recognize that Roosevelt's cultural resources, including schools, institutions, traditions, historic resources, and creative people, are important contributors to our neighborhood economy, as well as to the city.

Economic Development Policies

R-EDP1: Support retention and growth of existing businesses, industries, and small firms within the Roosevelt Urban Village, and actively seek to attract new businesses appropriate to the neighborhood context and infrastructure.

R-EDP2: Promote opportunities for business development related to users of the Roosevelt light rail station.

R-EDP3: Encourage development of live/work arrangements within traditional commercial and office spaces, as a way to encourage small business owners to live in the neighborhood.

R-EDP4: Strengthen ties with schools, institutions, arts and cultural entities, non-profits, and other organizations and recognize their contributions of economic diversity, living wage jobs and economic activity to the neighborhood.

Human Development Goals

R-HDG1: Make Roosevelt a neighborhood that supports a variety of life styles and families of all sizes, where all can be involved in community and neighborhood life.

R-HDG2: Create an environment for sustainable living, accessible health care, education, and housing within the Roosevelt community.

Human Development Policies

R-HDP1: Create opportunities that build connections through community service and volunteering.

R-HDP2: Promote respect and appreciation for diversity in the Roosevelt Neighborhood and compassion for those in the neighborhood who are disadvantaged.

R-HDP3: Promote public safety through active community involvement and good urban design.

R-HDP4: Foster a family-friendly environment and activities that promote cross-generational participation and that increase youths' attachment to the community.

R-HDP5: Support programs that provide assistance to disadvantaged individuals and families.

Environment Goals

R-EG1: Maintain a healthy natural environment as the Roosevelt neighborhood accommodates growth.

R-EG2: Maintain and enhance the legacy of environmental stewardship in the Roosevelt neighborhood.

Environment Policies

R-EP1: Protect and enhance the urban forest on public and private property to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil and provide habitat.

R-EP2: Discourage the use of chemical products on lawns and gardens and for household use and discourage impervious ground surfaces to help protect the quality of Seattle's water bodies.

R-EP2: Maintain and enhance environmental quality through the use of natural systems to reduce pollution and greenhouse gases in the air and to clean and control storm water runoff.

R-EP3: Promote conservation of resources and energy, and use of sustainable building products through education, design review and community action.

R-EP4: Strive to protect and retain exceptional trees and groups of trees that enhance Roosevelt's historical, cultural, environmental and aesthetic character.

R-EP5: Promote the use of environmentally friendly modes of transportation and other ways of reducing greenhouse gases, such as alternative heating systems and reduced use of gasoline-powered devices.

R-EP6: Promote site planning and building design that reduce energy use through natural lighting, natural ventilation and solar orientation.

R-EP7: Promote street and other outdoor lighting fixtures that reduce light pollution, such as through the use of hoods and downward orientation.

CHINATOWN/INTERNATIONAL DISTRICT FUTURE LAND USE MAP

